DOCUMENT RESUME

ED 060 188 VT 014 649

TITLE	Vocation as "Calling."
INSTITUTION	Education Commission of the States, Denver, Colo.
PUB DATE	Dec 71
NOTE	34p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*Career Education; *Career Planning; Community Programs; *Educational Needs; Federal Programs; Occupational Guidance; *Occupational Information; Program Guides; State Programs; *Vocational Education

ABSTRACT

It is essential that priorities be realigned and that we return to the concept of education as career preparation. This should include the full range of educational endeavors from preschool through graduate school and adult education. Each state should have a complete plan for occupational education that includes priorities, immediate and long-range goals, funding, and student interests. The task force recommends that Federal education agencies recognize and support occupational education on all grade levels, and that particular concern be given to legislation for post-secondary education. Guiding principles for states in developing their leadership role involve continuity, planning, coordination, innovation, and evaluation. Local and institutional policies and practice determine the ultimate success or failure of a program, and they should provide flexibility, cooperation, and data necessary for a successful operation. Also, accreditation and certification requirements should be recognized and planned for. (GEB)

ED 060188

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DEC 2 7 1971

VOCATION AS "CALLING"

Report of the

TASK FORCE ON OCCUPATIONAL EDUCATION IN POSTSECONDARY EDUCATION

of the

Education Commission of the States
1860 Lincoln Street
Suite 300
Denver, Colorado 80203

December, 1971

education commission of the states

VT014649

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Education as Career Preparation, "Vocation" as "calling"

If the ideal of education commensurate with the interests, needs, and abilities of American citizens is to be approximated, and if that education is to have relevance to the skills, awareness, and concerns essential to a free, progressive, and technically competent society in this last quarter of the Twentieth Century, it is essential that priorities be realigned and that we return to the concept of education as career preparation, of vocation in the classical sense of what a person does with his life, his "calling." This is not to disparage other conceptions of the aims of education including personal enlightenment, social development, adjustment, attainment of skills, or exploration of the realms of knowledge, but it is to give these focus. Specifically, it is to recognize that education has many forms and that no one track or form of education is appropriate for all persons or will meet all of society's needs.

Career Education Integral to all Levels of Education

Further, it would suggest that "career" education involves the full range of educational endeavors from preschool through graduate school and adult education and that concern with occupation and career choice as integral to total "vocation" is not only legitimate but central whether one chooses the life of the mechanic, the lawyer, the medical technician, or the professional scholar. This means that educational systems not only in postsecondary education but throughout the scope of education should be sufficiently diverse and sufficiently planned and funded

to provide the range of opportunities commensurate with human interests and needs and societal concerns and goals including developing the educational manpower and citizenry essential to national and human survival in a complex technologically oriented world.

Occupational Education in Total Context of Education

While the charge to this Task Force was to deal with the question of responsibilities of institutions, states, and the federal government in relation to postsecondary vocational and occupational education, it is the conviction of the members of the Task Force: (1) that occupational education must be seen within the total context of education; (2) that the concept of occupational education in the restricted sense of skill preparation for immediate entry into the work force needs to be broadened to include the cluster approach to occupational preparation necessary for orientation to the gainful occupations and career planning much earlier in the educational process than is now generally the case; and (3) that, so conceived, vocational, occupational, technical, and career education not only are integral to and not alternatives for the educational process at all levels, but must be taken into account and reflected in all major educational decisions and priority determinations in local, institutional, state, and federal settings now and in the future if the educational structures and strategies for revitalizing the nation's educational system are to meet the needs of the contemporary world.

State Responsibility for Comprehensive Planning for Career Education

Since the primary responsibility for education and educational planning must and does rest with the states, the Task Force believes that each state has a clear responsibility it cannot deny to develop a comprehensive plan of education, serving all its citizens--the professional, the college bound arts and science major, the adult, the business and teaching major, but equally the technical, vocational, and career oriented student in programs fitted to his special interests and needs.

Ordering of State Priorities (1) Funding

To this end it is obviously the obligation of each state to determine what percentage of the educational budget should be directed toward occupationally focused programs in a career education system and what should be allocated for all types of institutions serving the state's total career education needs.

(2) Non-deferral to Federal Funding

This should be accomplished with the primary emphasis on human needs and secondly on ability to pay. It should reflect the state's concept of a total system of education, irrespective of federal assistance. It should not be minimized or distorted to fit within any anticipated range of assistance allowing states and local governments to avoid their responsibilities for all the citizens of the state. As a state responsibility, the planning and ordering of priorities must be assumed by the state and not deferred to the federal government for ordering of priorities, indication of direction, or identification of goals. Rather states should develop individual plans and seek the federal support to reinforce their own planning efforts.

(3) Individuals and Social Needs

In developing its plan, each state should first consider the educational needs of individuals, their interests and capabilities, so that each may have the right of choice. Secondly, the consideration should focus on the economic and social requirements of society in order to provide means for adapting individual interests and learnings to a useful and profitable career.

(4) Immediate and Long-Range Priorities

States should also consider both immediate and long-range priorities. It may be necessary to fund heavily in an area long neglected at the expense of one which has received previous support. It may be that certain kinds of professional and technical education are expensive, but these should not be neglected. States must also determine the proper balance between theory and action in all areas of vocational education.

(5) State and Local Funding

If states are to live up to the ideal so frequently expressed of equality of educational opportunity and access commensurate with needs and abilities then the total educational plan must provide adequate state and local funding.

(6) Utilization

Because of the rising costs and the pinch on tax dollars, states should consider better utilization of existing facilities including private and proprietary institutions by extending their daily use and/or providing year-round availability. They must also use new techniques in media and technology for more responsive teaching and learning with focus on educational renewal for both programs and personnel.

(7) Student Interest

Since the student is the one who should benefit, and for whom the educational plan is designed, states should give high

priority to programs which provide students with the kinds of exciting and enriching experiences they demand. Regardless of goals, programs must not be of the kind students accept with reluctance and patience.

(8) Investment in Human Capital

While the reconsideration of priorities and the development of a balanced and progressive educational system with adequate emphasis upon occupational (including technical and vocational) education within the total "career" education is not and will not be inexpensive, there is probably no better investment a community, the states, or the nation can make than in human capital through effective and diversified education. On such education depends not only national productivity but effective utilization of manpower, reduction of unemployment and dependence upon welfare, and most important insuring an intelligent and committed citizenry.

Occupational Education in Context of Vocation as "Calling"

If "vocation" or career education is used in the broad and historical sense of "calling" or "life work" then, as used in this report, occupational education as distinguished from career education or "vocation", of which it is an integral part, is that education concerned primarily but not exclusively with the development of knowledge, skills, and attitudes necessary for successful entry of its students into a gainful occupation regardless of required preparation time. Such education is not the exclusive prerogative of any one type of institution but may and should take place in a variety of settings including senior colleges and universities, community and junior colleges, technical institutions, vocational schools, technical-vocational high schools, comprehensive high schools, and other agencies (public, private, or proprietary)

as may contribute to manpower development and utilization.

Coordination and Articulation

Because of the diversity of settings in which occupational education is offered it is critically important that the consumers of occupational education be included in the benefits to be gained from effective planning, coordination, and articulation between and among secondary schools, vocational schools, community colleges, senior colleges, universities, and other agencies. While the degree of coordination varies among the states, in far too many instances at present it is inadequate to assure that efforts in occupational education are not unnecessarily duplicated, that planning is carefully and comprehensively undertaken, or that a cooperative system to meet all occupational education needs is achieved.

Lack of Coordination and Conflict from Federal to Local Levels

The situation is further compounded by lack of clear direction and coordination on the federal level and the often chaotic conflict or competition for funds and programs among and within varying types of institutions and occupational programs on the local level. The time is clearly past when we can continue to afford either monetarily or in terms of human resources anything less than clear local, state, and national policies in occupational education carefully planned, fully coordinated and integrated with the range of educational endeavors, and productive of the kind of innovation in education as a whole which will restore and enhance the concept of career or "vocation" as a calling to its central role in education. It is our belief that only then will education attain renewal and gain real "relevance." Only then will the needs of individuals and the manpower needs of society be effectively met.

I. FEDERAL CONCERNS

Federal Concerns

A. To accomplish continuity, coordination, and appropriate concern and balance in relation to occupational education on the federal level, the Task Force recommends the following guiding principles:

Need for Federal Support of Continuity of Occupational Education at Various Levels

1. Both the Congress and the federal Administration through the U.S. Office of Education and other relevant branches of government should clearly recognize and support the continuity of occupational education from elementary education through graduate school and its integral and complementary relation to all other forms of education.

Central Importance of Occupational Education in Federal Organization

2. Whatever the Cabinet structure the primary educational office of the federal government should be so organized as to encourage clearly the central importance of occupational education. Its continuity should be implemented from elementary through graduate education, and its integral relation to all other forms of education in planning, research, program, and operation made clear. The concerns and interests of occupational education must be fully reflected and considered in all major policy decisions.

Need for Coordination of all Departments of Federal Government

3. Occupational and manpower concerns reflected in operational programs in any other branch of the federal government should be carefully coordinated with occupational education concerns in the Office of Education. Effective coordination should facilitate preparing persons for employment and advancement rather than rescuing them from the unemployment pool. One of the continuing problems of coordination on

the state level is the frequent lack of coordination on the federal level. Such coordination is clearly the responsibility of the respective Secretaries under the leadership of the Secretary of the Department of Health, Education, and Welfare.

B. In the specific development of national occupational opportunity legislation for postsecondary education, the Task Force strongly recommends that the following factors be kept in mind:

Federal Legislation

1. That the legislation recognize the variety of types of programs, institutions, agencies, and settings in which postsecondary occupational education does or may take place and that it is not the sole province of any one type of institution but should be encouraged in its various settings including: Community and junior colleges, vocational-technical institutes, vocational schools, two-year branches of four-year institutions, four-year colleges, universities, proprietary institutions, industrial and business organizations and complexes, and manpower agencies.

(1) Recognition of Variety of Programs

2. That the legislation recognize and provide for the continuity of occupational and career education from elementary and secondary schools through the various forms of postsecondary education and provide for effective articulation and for the beginnings of education for career awareness in secondary and elementary schools.

(2) Continuity and Articulation

3. That the legislation recognize legitimate diversity in state structures to serve different historical, societal, and communal needs, and that while the legislation

(3) Legitimate Diversity in State Structures

encourage, even mandate, cooperation among appropriate agencies and a structure for decision making in the development of state plans, it not mandate a particular form of state agency that shall be uniform for all states.

4. That both in the development of the legislation and, equally important, in the development of guidelines for implementation of any act there must be provision for adequate consultation with appropriate state officials.

(4) Consultation with States in Legislative and Guideline Development

5. That the legislation emphasize the importance of comprehensive statewide planning for occupational and career education including its relation to other types of postsecondary education, that funds be provided to the states for such planning, and that in those states where there is a state agency charged with planning for higher and postsecondary education, this agency, if necessary, augmented for the purpose and working with the appropriate state agency for elementary-secondary education, should be charged with the major responsibility for planning and implementation.

(5) Recognition of Comprehensive Statewide Planning

6. That sufficient funds be authorized and appropriated to carry out the intent of the act.

(6) Funding

7. That the legislation be designed to encourage flexibility and innovation in programs, structures, and cooperative arrangements among all concerned and interested parties.

(7) Encouragement of Flexibility

II. STATE CONCERNS

State Concerns

Local-State-Federal Partnership

State as Senior Partner

A. Effective development of career and occupational education at the local, state, and national levels depends at this stage in history upon a dynamic local-state-federal partnership in which the state accepts the responsibility for being the senior and originating partner. Such a partnership cannot be developed by federal imposition of uniform procedures which fail to take into account the historical, economic, and social differences among the states or which fail to provide sufficient flexibility to utilize in the most effective way the differing political, educational, and economic-social structures available through the states in attaining common goals. Nor can such a partnership be attained through the fragmentation and duplication inherent in sole reliance on local institutions or a direct federal-local set of relations that by-pass the states. If, however, the states are to assume the senior partnership role commensurate with the renewed emphasis on vocation as "calling" and the central concern with career education as integral to the entire educational spectrum a number of steps need to be taken. Accordingly, the Task Force recommends a series of guiding principles for consideration by the states in developing such a leadership role:

1. Continuity:

Major State Responsibility for Developing a System of Career Education

(a) State government should continue to assume major responsibility in cooperation with the range of its public, private, and proprietary educational systems and institutions, local government, and business and

industry for maintaining, improving, and expanding career opportunities through developing a system of occupational education in consonance with the needs of its people and the manpower requirements of the state and nation.

(b) Each state should exercise the leadership and authority essential for formulating its own policies and objectives in developing career opportunities and occupational education commensurate with its needs and interests. It should also take responsibility for interpreting and administering federal laws and regulations concerning career and occupational education within and among the variety of agencies and institutions, public, private, and proprietary, which are involved in the various aspects of occupational education.

State Responsibility for Formulating Policies and Objectives

2. Planning:

(a) Essential to effective state responsibility and leadership in career and occupational education is recognition of the state's responsibility for comprehensive statewide planning. Such planning should be clearly distinguished from the development of limited state plans for federal purposes in accordance with federal guidelines. To the contrary, the development of such limited plans should be based upon, grounded in, and be consistent with the state's comprehensive planning efforts.

State Responsibility for Comprehensive Statewide Planning

Versus Limited State Plans for Federal Purposes

(b) Such planning should be conceived of as a continuous process and not primarily as the development of a single master plan, as important as master plans are as guideposts in the continuing process. Such planning should be funded not on an ad hoc but on a continuing basis and at a level sufficient to attain the talent, information, and timely cooperation of the variously involved institutions and groups essential to its effectiveness.

(1) Planning as Continuous Process

(c) State planning for career and occupational education to be effective must be integral to all other forms of statewide planning for education. This means that both in structure and in concept it should not be, or seem to be, a third force or operation in competition with postsecondary or elementary-secondary education or manpower planning and operations in the state. In postsecondary education, for example, where a state agency charged with planning for higher and postsecondary education or major sectors of these exists (47 states) that agency's scope should be broadened to include primary responsibility for post-secondary career and occupational education as integral to the total state planning for postsecondary education. The same provision should be made in relation to agencies responsible for statewide planning in elementary-secondary education, and in manpower training and operation. But the state has an additional

(2) Planning for Occupational Education Integral to All Other Forms of Statewide Planning for Education (Not a Third Force)

responsibility for articulation and coordination among such planning groups to insure continuity in planning from elementary education through graduate and continuing education.

(3) State Responsibility for Articulation in Planning

(d) Of central importance in the planning process for career and occupational education on the state level is provision for flexibility in program and structures in the light of clearly defined goals. While one of the products of such planning may be elimination of duplication and encouragement of complementation of efforts, implementation of planning calls for the utilization of the variety of resources available and should encourage rather than inhibit initiative. and innovation in particular programs.

(4) Provision for Flexibility

(e) Effective planning for occupational education within the total educational context should take into account the skills necessary both for entry and for advancement within the world of work. An adequate occupational education system must deal not only with manpower needs but with individuals as members of society. It is becoming progressively more important to prepare for multiple points of entry and reentry into educational programs on the one hand and work experiences on the other, to explore more fully relations between occupational education and industrial and business in-service training, to develop means of pursuing education apart from traditional structures, and to provide for individuals

(5) Planning Concern for Needs of Individuals as Members of Society

Multiple Points of Entry and Exit

Work Experience

the possibility of horizontal as well as vertical mobility in pursuing their career educational goals. The primary motivation to effective occupational educational planning should not be to fit individuals to preexisting molds but to enable individuals to discover career possibilities commensurate with their interests and abilities in the complex contemporary world and to do so in such a way that the changing manpower needs of the world are effectively anticipated and met.

Horizontal and Vertical Mobility

(f) Finally, effective planning requires the involvement not only of educational systems and institutions and state manpower agencies but the full range of concerned and interested groups including the professions, business and industry, labor, students, local agencies and governments, and concerned citizen groups. While the Task Force fully recognizes that planning must have leadership and guidance, that hard decisions have to be made, and that responsibility must be fixed, it also recognizes that planning which does not involve the full range of those planned for becomes an exercise in futility.

(6) Planning Should Involve Full Range of Concerned Groups

3. Coordination:

State Responsibility for Coordination

(a) Essential not only to planning but to effective implementation and operation is coordination of efforts, institutions, and agencies. While each state should identify an agency primarily responsible for such coordination and administration, that agency

(1) Identification of Coordinating Agencies

should not be so narrowly defined as to exclude other interested agencies or groups from involvement in policy development or operational concerns. While the specific form of the agency or even the particular agency may vary from state to state it should have sufficient stature to command the respect and elicit the cooperation of other relevant institutions and agencies and sufficient authority in cooperation with other agencies and institutions to implement planning.

(b) In relation to and/or in addition to its primary responsibilities for planning, such a coordinating agency concerned with career and occupational education should accept responsibility for encouraging innovation, preventing wasteful duplication, developing effective utilization of resources including the resources of business and industry, maintaining and improving quality of programs, allocation of appropriate functions to the various types of institutions, improving articulation among the various units, and developing effective means of evaluation of programs not only in terms of inputs but particularly in terms of results.

(2) Coordinating Functions

(c) At the same time, for effective coordination the agency responsible must respect the integrity and uniqueness of the programs, institutions, and agencies involved and help provide the functional autonomy and elbowroom essential to experimentation, innovation, and

(3) Programmatic and Institutional Integrity

dedication of such institutions, programs, and agencies within the framework of effective complementation on which progress in contrast to bureaucratic stultification depends.

B. Balance and Innovation:

1. In no area of education is the opportunity and challenge to experiment and develop innovative approaches to meet human needs greater than in career and occupational education. The states have a major responsibility to see that this happens for the stakes in terms of human benefits and social welfare are almost unlimited as are also the potential economic benefits to the local, state, and national communities. Rather than following developments in other areas of education, career and occupational education should lead the way. Such concepts as open admissions, colleges and universities without walls, multiple entry and exit points, open curricula, cooperative education, work internships, field experience, proficiency examinations, shared resources, off-campus learning, and counselling centers have more immediate applicability in career and occupational education than in most other areas. Career and occupational education has or should have available to it the resources not only of the various types of educational institutions, kindergarten through grade twelve and postsecondary education, but of the professions. social agencies, labor, business and industry, and the agricultural community. Further, the potential students or participants in the learning process include all ages,

Opportunity for Experimentation and Innovation

Range of Resources

ethnic groups, and ranges of interest and ability. Special opportunities and challenges are present for the disadvantaged and the handicapped. But to accept the challenge and realize the benefits not only are setting priorities and assuring continuity, planning, flexibility, and coordination essential, of equal importance on the one hand is providing the leadership and on the other is insuring the balance requisite to a vital system.

Resource and Implementation Leadership, the Wider Community

(a) Leadership: Development of a vital system of career and occupational education involves careful selection and consideration of leadership in two distinguishable but related areas. One is resource and implementation leadership in the wider community and the other is the essential operational leadership through effective teaching, counselling, and administration. Fortunately, in the first category the potential leadership role is almost unlimited if one is not bound by traditional conceptions of skill preparation in relation to limited specific job categories and does not restrict leadership to persons directly knowledgeable in these. Concern with career education in the broader sense extends today to academic leaders in colleges and universities, to knowledgeable citizens, to business and industrial leaders, to labor leaders, to persons in the professions, as well as to able persons who have devoted their lives to career and occupational education. It is critically important that such persons be identified in each

state and utilized in the planning process, in educating the general public to the central role of career development in education, and in implementation of the kind of innovative yet balanced program involving the range of agencies and institutions essential for a comprehensive approach to meeting the career education needs of society. The state should accept responsibility for a long-range leadership identification and development policy which will attract and sustain the support and active participation of the most capable of its citizens.

(b) The second type of leadership is the essential operational leadership through effective teaching, counselling, and administrating. Even in this area while there are shortages the pool may be wider than sometimes conceived, if the combinations of experience, ability, interest, and skill are recognized as equally important to formal credentials. It is here, however, that teacher preparation and teacher preparation institutions play a critical role. The Task Force strongly recommends that the same kind of concern with comprehensive planning including imaginative use of community resources, educational, institutional, and otherwise, in cooperation with the higher educational institutions involved in teacher education be developed in each state in relation to preparation of teachers, counsellors, and administrators for

Operational Leadership: Teaching, Counselling, Administrating

(1) Teacher Preparation

career education as a whole. Career education programs at any level can only be as effective as the people guiding the learning process. In few areas is sensitive, informed counselling more critical if student potential is to be realized.

(2) Need for Sensitive and Effective Counselling

C. Evaluation:

Integral to any effective program is not only planning and operation but continuing evaluation. Such evaluation is a state responsibility that directly relates to the accountability of agencies and institutions in development and implementation of programs. It is, however, of prime importance that such evaluation be as comprehensive as the planning process itself. Such evaluation should be concerned not just with efficiency, as important as efficiency is, nor with how well the programs meet manpower needs, as desirable as meeting these needs may be, but with how well the programs meet the needs of the individuals being prepared. The major concern should be with the people and what happens to them, not with programs in the abstract. The state and institutions must be concerned with quality, but quality in career education particularly cannot be measured in terms of how many people do not get through or by selectivity in admissions as has sometimes been the tendency, but on how many students do achieve a new level of self-confidence and competency and become effective members of society with a real sense of vocation and calling commensurate with their interests and abilities. While quality again is related to input factors such as faculties, facilities, equipment, it should be clearly

Continuing Evaluation

(1) Comprehensiveness

(2) Concern with People

(3) Quality and Outputs

recognized that these are not sufficient conditions, that the real test of quality in career education is outputs, that is, what happens to the students, whether they do in fact develop careers and become effective members of society, not additions to the unemployment pool.

III. LOCAL AND INSTITUTIONAL CONCERNS

Institutions Crucial!

As important as federal support and state planning, coordination, and funding are, the final crucible in which career education either succeeds or fails, in which cooperation, innovation, and progress occur or fall apart, in which students are encouraged or frustrated and either do or do not receive the education that makes them contributing and vital members of society is the institutions in which career and occupational education take place. The Task Force fully recognizes the variety of types of institutions--public, private, proprietary, in-service, and preservice--at all levels involved in career education. In fact, if the basic premise of the Task Force that vocation or calling is essential to all education is correct then all educational institutions including business and industry are involved in career education to some degree. Accordingly, any generalization about institutions involved in career education is extraordinarily dangerous. For those institutions more centrally involved with career education, however, the Task Force does believe that there are some basic conditions that need to be kept in mind if an effective system of career education capable of meeting the needs of students and society within the states is to be achieved.

Variety of Institutions

Basic Conditions of Effective System of Career Education

A. Continuity and Comprehensiveness:

Institutional Continuity and Comprehensiveness

To attain the continuity and comprehensiveness essential to an effective career education system it is essential that the participating institutions collectively embody that continuity and comprehensiveness. This is not to suggest that for any institution continuity should be confused with maintaining the status quo but it is to recognize the need for a continuity in development and innovation consistent with institutional aims and goals, with the uniqueness and potential contribution of the institution itself as it relates to the educational system. To suggest the need for comprehensiveness in this context is not to urge every institution to become all things to all people or to become copies of each other. Rather it is to recognize that a minimum comprehensiveness is essential to effective specialization and even that interinstitutional complementation of efforts may be necessary to realization of the unique functions of particular institutions. But stressing continuity and comprehensiveness is also perhaps more fundamentally to recognize that the essential condition of an effective system is not only the recognition of the unique contribution of each institution but the willingness of institutions to see themselves in the perspective of the system and to cooperate through their very uniqueness in strengthening the range of opportunity in the system as a whole.

(1) Continuity in Development in Light of Goals

(2) Minimum Comprehensiveness for Effective Specialization

(3) Interinstitutional Comprehensiveness

B. Flexibility:

Institutional Flexibility

Just as flexibility is essential within a system if the institutions are to have the functional autonomy and elbow-room for

innovation, so also flexibility is an essential characteristic of a viable institution.

(1) Innovation Versus Obsolesence

1. Innovation within the institution is critical if the education it offers is not to become obsolete in relation to changing technology in a changing society, if its programs are not to be designed to wed people to machines but to open up opportunities for flexible people in a changing world, if it is in fact to meet the real needs of society. Institutions are after all the settings in which innovations create new horizons.

(2) Flexibility in Program and Staff

2. Just as institutions should provide flexibility to meet students' and society's needs so institutions must have the leeway or flexibility to develop and preserve program integrity without undue interference from outside agencies (local, state, or federal) so long as the programs fit within the goals, role, and scope of the institutions. Whether technical institutes or senior colleges the institutions should have the freedom and encouragement to develop staff capable of achieving the results in harmony with these goals and to experiment with new ways of reaching them. Neither state agencies, accrediting agencies, nor licensing boards should dictate curriculum content or staff qualifications. However, with such leeway does go accountability and the critical importance of objective evaluation of results.

(3) Flexibility and Accountability

C. Institutional-Local Cooperation:

Institutional Responsibility for Cooperation in System

Along with flexibility for institutions also goes institutional responsibility for cooperation with (and as a condition of) the system of career education and responsibilities for effective

cooperation with the local community and with other related and complementary institutions.

(1) Articulation with Secondary Schools, Business, Industry, Local Communities, Etc.

1. Articulation cannot be only a matter of state and federal concern but must, to be effective, also be a responsibility of institutions. For postsecondary institutions articulation includes effective cooperation and planning with secondary schools, with business and industry, with service organizations, with local communities, and with correlate institutions including those that may carry levels of achievement expectations beyond the scope of the institution in question.

(2) Inter-Institutional Cooperation

2. Such cooperation does and must include willingness to work with other institutions in avoidance of expensive and needless or unwarranted duplication. Such cooperation should involve sharing facilities and faculties and development of complementary rather than conflicting programs. There can be no rational justification for two inferior programs at adjacent institutions when through pooling resources one superior program could be developed.

(3) Economy in Operation

3. Such cooperation should include exploration of more effective and economical means of operation. It should not overlook the possibility of new and additional income sources, extension of daily usage of facilities and equipment, and the development and utilization of regional and district centers for expensive equipment and programs.

(4) Involvement Related to Goals

4. Individual institutions should have types of involvement commensurate with institutional character, purpose, and mode of support and not be copies of each other. Excellence

is a function of performing the task one is best able to do well and not of proliferation for its own sake. Development of such excellence does require institutional differentiation and mutual reinforcement including cooperative efforts within the relevant business and industrial community.

D. Among the factors involved in effective program improvement would seem to be at least the following:

Factors in Program Improvement

1. Tailoring the program to meet the needs of people in contrast to forcing people into the Procrustean bed of programs. — (1) People

2. Concern with relevance of the programs to the needs of the area, rather than developing programs to receive categorical funding when resources will have to be imported and graduates exported. — (2) Area

3. Concern with process and product in program evaluation rather than inputs alone. — (3) Process and Product

4. Creating open opportunities for horizontal and vertical mobility of students in the light of discovered needs, interests, and ability in cooperation when necessary with other institutions rather than developing programs for narrow and sometimes dead-end specialties. — (4) Mobility

5. Involvement with the total community in program planning and implementation rather than developing plans in isolation even with the help of specialists, and announcing the results after the fact. — (5) Community

6. Recognition of factors in the growth and learning process through open entry and exit rather than placing exclusive — (6) Open Entry and Exit

emphasis upon getting as many people through the program as quickly as possible.

7. Strengthening and expanding guidance to meet individual needs including improved preparation and wider experience on the part of guidance counsellors. (7) Guidance

8. Continuing emphasis on staff rejuvenation and development not just through additional formal education but also through experience perhaps even internships in the world for which students are being prepared. (8) Staff Rejuvenation

IV. ACCREDITATION AND CERTIFICATION

A. Accreditation: Problems in Accreditation

One of the continuing problems in the area of career and occupational education since the 1950s has been and is the problem of accreditation. The problem is particularly acute because of the variety of types of institutions involved in occupational education and the fact that career and occupational education is not, or should not be, neatly divided between elementary-secondary and postsecondary education but concerns the full range of educational stages and operations. Historically, accrediting agencies both general institutional (regionals) and specialized have tended to divide along the secondary-postsecondary line and the major agencies dealing with post-secondary education have tended to concentrate primarily on those offering degrees. Until relatively recently general institutional agencies have tended to exclude proprietary and certain specialized types of institutions from consideration for accreditation. Special problems have also been posed by

(1) Variety of Institutions

(2) Secondary Postsecondary Division

institutions that cross the secondary and postsecondary line. Far too frequently, in relation to career and occupational education in particular, general institutional accrediting agencies (regionals)--to the extent that they have included career and occupational education institutions and programs--have been less than consistent in their approaches in the various regions of the country. Too little attention has been given to determination of reliability and validity of standards and criteria used in such accreditation and the emphasis has been concentrated too heavily upon inputs rather than results. Further the administrative structures and procedures of the accrediting agencies have tended to reflect their origin and primary concern with more traditional academic structures rather than with the changing conditions of the current academic ferment. Even among those accrediting agencies that have taken more cognizance of career and occupational education there has been little, if any, representation of occupational educators on policy-making boards and councils and until relatively recently almost no representation of the public interests.

(3) Consistency in Approach

(4) Standards and Criteria

(5) Public Interest and Responsibility

The problems of accreditation have accelerated over the last two decades as a result of federal funding. Congress has turned to the accrediting agencies for certification of institutions for receipt of federal funds. This has placed the accrediting agencies in a new role as quasi-public bodies with public responsibilities and has meant that accreditation is no longer wholly voluntary for institutions if they are to receive public funds. It further means in relation to career education

(6) Federal Funding and Institutional Eligibility

and occupational education in particular that if the renewed emphasis on career or vocation as calling and the development of systems of career education integral to the whole educational process as urged in this report are to take place, the accrediting agencies need to move much more rapidly in the direction of consistency, flexibility, and inclusiveness as well as recognition of public responsibility than in the past.

Recent Progress

Considerable progress has been made in the last three years in some of the regional accrediting commissions in reevaluating the role of career and occupational education. Particularly encouraging is the recent announcement of the restructuring of the Federation of Regional Accrediting Commissions of Higher Education to facilitate greater consistency in accrediting criteria and procedures and the proposed merger of the Federation and the National Commission on Accrediting. These developments tremendously increase the potential for the agencies to accept a leadership role in encouraging change. However, there is still major progress to be made.

Recommendations to the Education Commission of the States

Accordingly, the Task Force recommends that the Education Commission of the States continue to take a firm stand in support of the concept that regional accrediting agencies which accredit occupational education should take immediate steps to insure:

(1) Access

1. That all institutions offering occupational education have access to institutional accreditation.

(2) Comparability

2. That application of comparable standards and evaluation criteria for occupational education be adopted on a nationwide basis.

3. That adequate and equitable representation of public interest in general and occupational education in particular be provided.

System of Career Education Accreditation

The Task Force further recommends that the newly combined Federation and National Commission be encouraged to move as rapidly as possible to include the development of an effective system of career education accreditation including the accrediting agencies involved primarily with proprietary institutions. The various accrediting agencies should clearly recognize that career education, including occupational education, operates on a continuum at least from junior high school through adult and continuing education and involves all types of institutions and agencies including not only proprietary institutions but business and industrial organizations as well.

Achievement of Educational Goals

Accordingly, the pertinent question in accreditation should not be primarily structure or form of control but effective achievement of educational goals. Current practices which dichotomize occupational education between existing secondary and college commissions or among postsecondary institutions on the basis of whether or not a degree is awarded, or on the basis of the type of ownership of institution are inappropriate to the needs of career and occupational education today.

Public Responsibility

The Task Force also recommends that the accrediting agencies be encouraged to accelerate their movement to restructure themselves in such a way as to recognize more clearly that their major responsibility is to society as a whole rather than to their institutional memberships alone.

Study of Standards

Finally, the Task Force wishes to congratulate the Federation of Regional Accrediting Commissions on Higher Education in its decision to undertake a major study of the reliability and validity of standards and criteria used in the accreditation process. The Task Force would urge that the study be undertaken as quickly as possible and that all institutions and agencies including the Education Commission of the States offer whatever assistance may be necessary to the Federation in its study.

B. Certification:

Certification Crucial for Some Types of Institutions

While teacher certification is not as relevant to post-secondary institutions as accreditation, for institutions involved in secondary occupatioal education and those postsecondary education instutiotns operated through departments of education, certification may be an equally or even more critical problem than accreditation. It is extraordinarily important that appropriate steps be taken by the states to develop liberal requirements for certification based upon demonstrated teacher effectiveness rather than accumulation of credit hours and degrees. In many occupational areas work experience may be far more important than formal training in determining qualifications for effective teaching. To the extent that current certification requirements inhibit effective institutional and business and industry partnerships they stand as positive roadblocks to the comprehensive approach to career education fundamental to this report.

State Responsibility

Work Experience

Need for Liberalization

V. UNFINISHED BUSINESS

The Task Force fully recognizes that to carry forward the recommendations of this report, that is, to accelerate the reawakening of vocation as calling and career education as integral to the entire educational process, to develop adequate and comprehensive systems of career education in the states to meet the needs of students and society in the period ahead, and to develop the kind of local, interinstitutional, state, and federal partnership which will bring these about, will require the continuing efforts and cooperation of all concerned individuals and organizations.

Need for Continuing Effort and Cooperation

The Task Force believes that the Education Commission of the States should exert leadership in this movement and serve as a catalyst in helping to bring about such changes. Accordingly, the Task Force recommends:

ECS as Catalyst

Recommendations to ECS

1. That career education with emphasis on occupational education remain a continuing item on the agenda of the Education Commission of the States.

(1) Continuing Agenda Item

2. That the Commission serve as a clearinghouse for information on state and national developments in career and occupational education.

(2) Information Clearinghouse

3. That the Commission work in close cooperation with other concerned national agencies including the Council of State Governments, the National Governors' Conference, the National Legislative Conference, the National Advisory Council on Vocational Education, the American Vocational Association, the concerned accrediting agencies, appropriate higher education organizations, the American Association of School Administrators,

(3) National Career Education Liaison Committee

the Chief State School Officers, the State Higher Education Executive Officers, the National Association for Adult Education, and appropriate research centers concerned with occupational education, for example, to insure mutual communication and common consideration of issues in the complex field of career and occupational education. The Task Force suggests that the Education Commission of the States explore with the appropriate organizations the possibility of developing a national career education liaison committee to facilitate such communication and exploration of issues, not as an additional organization but as a common forum for exploration of common concerns.

4. That through its commissioners and state councils the Commission give high priority to consideration in each state of how each state can most effectively move towards the development of a comprehensive system of career education keeping in mind the issues raised in this report.

(4) Commissioner and State Council Involvement in States

5. That the Commission and its staff continue to work with Congress, the U.S. Office of Education, and appropriate federal agencies to encourage development of continuity, coordination, and appropriate concern and balance in relation to occupational education on the federal level and to encourage appropriate consultation with the states both in the development of federal legislation and of guidelines in its applications.

(5) Encourage Federal Consultation

6. That the Commission explore the possibility with the help of outside funding of developing a series of regional conferences with appropriate political, educational, community, business and industry, and agency representation to deal with the issues raised in this report.

(6) Possible Regional Conferences